108TH CONGRESS 2D SESSION

S. 3027

To amend the Foreign Assistance Act of 1961 to improve the results and accountability of microenterprise development assistance programs, and for other purposes.

IN THE SENATE OF THE UNITED STATES

NOVEMBER 20, 2004

Mr. DeWine (for himself, Mr. Sarbanes, Ms. Mikulski, Mr. Smith, Mrs. Clinton, Mr. Allen, Mr. Corzine, Mr. Hagel, and Mr. Durbin) introduced the following bill; which was read twice

November 21 (legislative day, November 20), 2004 Considered, read the third time, and passed

A BILL

To amend the Foreign Assistance Act of 1961 to improve the results and accountability of microenterprise development assistance programs, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 **SECTION 1. SHORT TITLE.**
- 4 This Act may be cited as the "Microenterprise Re-
- 5 sults and Accountability Act of 2004".
- 6 SEC. 2. FINDINGS AND POLICY.
- 7 Congress finds and declares the following:

- 1 (1) Congress has demonstrated its support for 2 microenterprise development assistance programs 3 through the enactment of two comprehensive micro-4 enterprise laws:
 - (A) The Microenterprise for Self-Reliance Act of 2000 (title I of Public Law 106–309; 114 Stat. 1082).
 - (B) Public Law 108–31 (an Act entitled "An Act to amend the Microenterprise for Self-Reliance Act of 2000 and the Foreign Assistance Act of 1961 to increase assistance for the poorest people in developing countries under microenterprise assistance program under those Acts, and for other purposes", approved June 17, 2003).
 - (2) The report on the effectiveness of the United States Agency for International Development's microfinance program, prepared by the Consultative Group to Assist the Poor, rated the Agency in the top tier of the 17 donors in this field.
 - (3) The Comptroller General, in a report dated November 2003, found that the United States Agency for International Development has met some, but not all, of the key objectives of such microenterprise development assistance programs.

- 1 (4) The Comptroller General's report found, 2 among other things, the following:
 - (A) Microenterprise development assistance generally can help alleviate some impacts of poverty, improve income levels and quality of life for borrowers and provide poor individuals, workers, and their families with an important coping mechanism.
 - (B) Microenterprise development assistance programs of the United States Agency for International Development have encouraged women's participation in microfinance projects and, according to data of the Agency, women have comprised two-thirds or more of the microloan clients in Agency-funded microenterprise projects since 1997.
 - (5)(A) The Comptroller General's report recommends that the Administrator of the United States Agency for International Development review the Agency's "microenterprise results reporting" system with the goal of ensuring that its annual reporting is complete and accurate.
 - (B) Specifically, the Administrator should review and reconsider the methodologies used for the collection, analysis, and reporting of data on annual

1	spending targets, outreach to the very poor, sustain-
2	ability of microfinance institutions, and the contribu-
3	tion of Agency's funding to the institutions it sup-
4	ports.
5	SEC. 3. MICROENTERPRISE DEVELOPMENT ASSISTANCE.
6	Chapter 2 of part I of the Foreign Assistance Act
7	of 1961 (22 U.S.C. 2166 et seq.) is amended by inserting
8	after title V the following new title:
9	"TITLE VI—MICROENTERPRISE DEVELOPMENT
10	ASSISTANCE
11	"SEC. 251. FINDINGS AND POLICY.
12	"Congress finds and declares the following:
13	"(1) Access to financial services and the devel-
14	opment of microenterprise are vital factors in the
15	stable growth of developing countries and in the de-
16	velopment of free, open, and equitable international
17	economic systems.
18	"(2) It is therefore in the best interest of the
19	United States to facilitate access to financial serv-
20	ices and assist the development of microenterprise in
21	developing countries.
22	"(3) Access to financial services and the devel-
23	opment of microenterprises can be supported by pro-
24	grams providing credit, savings, training, technical

assistance, business development services, and other
 financial services.

"(4) Given the relatively high percentage of populations living in rural areas of developing countries, and the combined high incidence of poverty in rural areas and growing income inequality between rural and urban markets, microenterprise programs should target both rural and urban poor.

"(5) Microenterprise programs have been successful and should continue to empower vulnerable women in the developing world. The Agency should work to ensure that recipients of microenterprise and microfinance development assistance under this title communicate and work with nongovernmental organizations and government organizations to identify and assist victims of trafficking as provided for in section 106(a)(1) of the Trafficking Victims Protection Act of 2000 (22 U.S.C. 7104(a)(1); Public Law 106–386) and women who are victims of or susceptible to other forms of exploitation and violence.

"(6) Given that microenterprise programs have been successful in empowering disenfranchised groups such as women, microenterprise programs should also target populations disenfranchised due to

- 1 race or ethnicity in countries where a strong rela-2 tionship between poverty and race or ethnicity has 3 been demonstrated, such as countries in Latin Amer-4 ica. 5 "SEC. 252. AUTHORIZATION: IMPLEMENTATION: TARGETED 6 ASSISTANCE. 7 "(a) AUTHORIZATION.—The President is authorized 8 to provide assistance on a non-reimbursable basis for programs in developing countries to increase the availability 10 of credit, savings, and other services to microfinance and microenterprise clients lacking full access to capital, train-11 ing, technical assistance, and business development serv-12 ices, through— 13 14 "(1) assistance for the purpose of expanding 15
 - "(1) assistance for the purpose of expanding the availability of credit, savings, and other financial and non-financial services to microfinance and microenterprise clients;
 - "(2) assistance for the purpose of training, technical assistance, and business development services for microenterprises to enable them to make better use of credit, to better manage their enterprises, to conduct market analysis and product development for expanding domestic and international sales, particularly to United States markets, and to increase their income and build their assets:

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1	"(3) capacity-building for microfinance and
2	microenterprise institutions in order to enable them
3	to better meet the credit, savings, and training needs
4	of microfinance and microenterprise clients; and
5	"(4) policy, regulatory programs, and research
6	at the country level that improve the environment
7	for microfinance and microenterprise clients and in-
8	stitutions that serve the poor and very poor.
9	"(b) Implementation.—
10	"(1) Office of microenterprise develop-
11	MENT.—There is established within the Agency an
12	office of microenterprise development, which shall be
13	headed by a Director who shall be appointed by the
14	Administrator and who should possess technical ex-
15	pertise and ability to offer leadership in the field of
16	microenterprise development.
17	"(2) Additional provisions.—
18	"(A) USE OF IMPLEMENTING PARTNER
19	ORGANIZATIONS.—Assistance under this section
20	shall emphasize the use of implementing part-
21	ner organizations that best meet the require-
22	ments of subparagraph (C).
23	"(R) Use of central funding mecha-

NISMS.—

1	"(i) Program.—In order to ensure
2	that assistance under this title is distrib-
3	uted effectively and efficiently, the office
4	shall also seek to implement a program of
5	central funding under which assistance is
6	administered directly by the office, includ-
7	ing through targeted core support for
8	microfinance and microenterprise networks
9	and other practitioners.
10	"(ii) Funding.—Of the amount made
11	available to carry out this subtitle for a fis-
12	cal year, not less than \$25,000,000 should
13	be made available to carry out clause (i).
14	"(C) Efficiency and cost-effective-
15	NESS.—Assistance under this section shall meet
16	high standards of efficiency, cost-effectiveness,
17	and sustainability and shall especially provide
18	the greatest possible resources to the poor and
19	very poor. When administering assistance under
20	this section, the Administrator shall—
21	"(i) take into consideration the per-
22	centage of funds a provider of assistance
23	intends to expend on administrative costs;
24	"(ii) take all appropriate steps to en-
25	sure that the provider of assistance keeps

administrative costs as low as practicable 1 2 to ensure the maximum amount of funds 3 are used for directly assisting microfinance and microenterprise clients, for establishing sustainable microfinance and micro-6 enterprise institutions, or for advancing 7 the microenterprise development field; and 8 "(iii) give preference to proposals 9 from providers of assistance that are the

"(iii) give preference to proposals from providers of assistance that are the most technically competitive and have a reasonable allocation to overhead and administrative costs.

"(3) Approval of Strategic Plans.—With respect to assistance provided under this section, the office shall be responsible for concurring in the microenterprise development components of strategic plans of missions, bureaus, and other offices of the Agency and providing technical support to field missions to help the missions prepare such components.

"(c) Targeted Assistance.—In carrying out sustainable poverty-focused programs under subsection (a),

22 50 percent of all microenterprise resources shall be tar-23 geted to clients who are very poor. Specifically, until Sep-24 tember 30, 2006, such resources shall be used for—

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1	"(1) support of programs under this section
2	through practitioner institutions that—
3	"(A) provide credit and other financial
4	services to clients who are very poor, with loans
5	in 1995 United States dollars of—
6	"(i) \$1,000 or less in the Europe and
7	Eurasia region;
8	"(ii) \$400 or less in the Latin Amer-
9	ica region; and
10	"(iii) \$300 or less in the rest of the
11	world; and
12	"(B) can cover their costs in a reasonable
13	time period; or
14	"(2) demand-driven business development pro-
15	grams that achieve reasonable cost recovery that are
16	provided to clients holding poverty loans (as defined
17	by the regional poverty loan limitations in paragraph
18	(1)(A)), whether they are provided by microfinance
19	institutions or by specialized business development
20	services providers.
21	"SEC. 253. MONITORING SYSTEM.
22	"(a) In General.—In order to maximize the sus-
23	tainable development impact of assistance authorized
24	under section 252(a), the Administrator of the Agency,
25	acting through the Director of the office, shall strengthen

- its monitoring system to meet the requirements of sub-
- 2 section (b).
- 3 "(b) REQUIREMENTS.—The requirements referred to
- in subsection (a) are the following:
- "(1) The monitoring system shall include per-5 6 formance goals for the assistance and expresses such 7 goals in an objective and quantifiable form, to the
- 8 extent feasible.

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- 9 "(2) The monitoring system shall include per-10 formance indicators to be used in measuring or assessing the achievement of the performance goals de-12 scribed in paragraph (1) and the objectives of the 13 assistance authorized under section 252.
 - "(3) The monitoring system provides a basis for recommendations for adjustments to the assistance to enhance the sustainability and the impact of the assistance, particularly the impact of such assistance on the very poor, particularly poor women.
 - "(4) The monitoring system adopts the widespread use of proven and effective poverty assessment tools to successfully identify the very poor and ensure that they receive adequate access to microenterprise loans, savings, and assistance.

1	"SEC. 254. DEVELOPMENT AND CERTIFICATION OF POV-
2	ERTY MEASUREMENT METHODS; APPLICA-
3	TION OF METHODS.
4	"(a) Development and Certification.—
5	"(1) In general.—The Administrator of the
6	Agency, in consultation with microenterprise institu-
7	tions and other appropriate organizations, shall de-
8	velop no fewer than two low-cost methods for imple-
9	menting partner organizations to use to assess the
10	poverty levels of their current incoming or prospec-
11	tive clients. The Administrator shall develop poverty
12	indicators that correlate with the circumstances of
13	the very poor.
14	"(2) FIELD TESTING.—The Administrator shall
15	field-test the methods developed under paragraph
16	(1). As part of the testing, institutions and pro-
17	grams may use the methods on a voluntary basis to
18	demonstrate their ability to reach the very poor.
19	"(3) Certification.—Not later than April 1,
20	2005, the Administrator shall, from among the low-
21	cost poverty measurement methods developed under
22	paragraph (1), certify no fewer than two such meth-
23	ods as approved methods for measuring the poverty
24	levels of current, incoming, or prospective clients of
25	microenterprise institutions for purposes of assist-

ance under section 252.

- 1 "(b) APPLICATION.—The Administrator shall require
- 2 that, with reasonable exceptions, all implementing partner
- 3 organizations applying for microenterprise assistance
- 4 under this title use one of the certified methods, beginning
- 5 not later than October 1, 2006, to determine and report
- 6 the poverty levels of current, incoming, or prospective cli-
- 7 ents.
- 8 "SEC. 255. AVAILABILITY OF FUNDS; ADDITIONAL AUTHORI-
- 9 TIES.
- 10 "(1) Notwithstanding any other provision of law,
- 11 amounts made available for assistance for microenterprise
- 12 development assistance under any provision of law other
- 13 than this title may be provided to further the purposes
- 14 of this title. To the extent assistance described in the pre-
- 15 ceding sentence is provided in accordance with such sen-
- 16 tence, the Administrator of the Agency shall include, as
- 17 part of the report required under section 258, a detailed
- 18 description of such assistance and, to the extent applica-
- 19 ble, the information required by paragraphs (1) through
- 20 (11) of subsection (b) of such section with respect to such
- 21 assistance.".
- 22 SEC. 4. MICROENTERPRISE DEVELOPMENT CREDITS.
- 23 (a) Transfer.—Section 108 of the Foreign Assist-
- 24 ance Act of 1961 (22 U.S.C. 2151f) is hereby—

1	(1) transferred from chapter 1 of part I of the
2	Foreign Assistance Act of 1961 to title VI of chap-
3	ter 2 of part I of such Act (as added by section 3
4	of this Act); and
5	(2) inserted after section 255 of the Foreign
6	Assistance Act of 1961.
7	(b) Redesignation.—Title VI of chapter 2 of part
8	I of the Foreign Assistance Act of 1961 is amended by
9	redesignating section 108 (as added by subsection (a)) as
10	section 256.
11	(c) Conforming Amendments.—Title VI of chap-
12	ter 2 of part I of the Foreign Assistance Act of 1961 is
13	amended—
14	(1) by inserting after the title heading the fol-
15	lowing:
16	"Subtitle A—Grant Assistance";
17	(2) by inserting after section 255 the following:
18	"Subtitle B—Credit Assistance"; and
19	(3) in section 256 (as redesignated by sub-
20	section (b))—
21	(A) in the matter preceding paragraph (1)
22	of subsection (c), by striking "Administrator of
23	the agency primarily responsible for admin-
24	istering this part" and inserting "Administrator
25	of the Agency'': and

1	(B) in subsection (f)(1)—
2	(i) by striking "section 131" and in-
3	serting "this part"; and
4	(ii) by striking "for each of fiscal
5	years 2001 through 2004" and inserting
6	"for fiscal year 2005 and such sums as
7	may be necessary for each of the fiscal
8	years 2006 through 2009".
9	SEC. 5. UNITED STATES MICROFINANCE LOAN FACILITY.
10	(a) Transfer.—Section 132 of the Foreign Assist-
11	ance Act of 1961 (22 U.S.C. 2152b) is hereby—
12	(1) transferred from chapter 1 of part I of the
13	Foreign Assistance Act of 1961 to title VI of chap-
14	ter 2 of part I of such Act (as added by section 3
15	of this Act); and
16	(2) inserted after section 256 of the Foreign
17	Assistance Act of 1961 (as added by section 4 of
18	this Act).
19	(b) Redesignation.—Title VI of chapter 2 of part
20	I of the Foreign Assistance Act of 1961 is amended by
21	redesignating section 132 (as added by subsection (a)) as
22	section 257.
23	(c) Conforming Amendments.—Title VI of chap-
24	ter 2 of part I of the Foreign Assistance Act of 1961 is
25	amended—

1 (1) by inserting after section 256 the following: 2 "Subtitle C—United States Microfinance Loan Facility"; 3 and 4 (2) in section 257 (as redesignated by sub-5 section (b))— 6 (A) in subsection (b)(3), by striking "2001 and 2002" and inserting "2005 through 2009"; 7 (B) in the matter preceding subparagraph 8 9 (A) of subsection (d)(1), by striking "this part for the fiscal year 2001, up to \$5,000,000" and 10 11 inserting "this part, up to \$5,000,000 for fiscal 12 year 2005 and such sums as may be necessary 13 for each of the fiscal years 2006 through 14 2009,"; and 15 (C) by striking subsection (e). SEC. 6. MISCELLANEOUS PROVISIONS. 16 17 Title VI of chapter 2 of part I of the Foreign Assist-18 ance Act of 1961 (as added by section 3 of this Act and 19 amended by sections 4 and 5 of this Act) is further 20 amended by adding at the end the following new subtitle: 21 "Subtitle D—Miscellaneous Provisions 22 **"SEC. 258. REPORT.** 23 "(a) IN GENERAL.—Not later than June 30, 2006, and each June 30 thereafter, the Administrator of the Agency, acting through the Director of the office, shall

1	submit to the appropriate congressional committees a re-
2	port that contains a detailed description of the implemen-
3	tation of this title for the previous fiscal year.
4	"(b) Contents.—The report shall contain the fol-
5	lowing:
6	"(1) The number of grants, cooperative agree-
7	ments, contracts, contributions, or other form of as-
8	sistance provided under section 252, with a listing
9	of—
10	"(A) the amount of each grant, cooperative
11	agreement, contract, contribution, or other form
12	of assistance;
13	"(B) the name of each recipient and each
14	developing country with respect to which
15	projects or activities under the grant, coopera-
16	tive agreement, contract, contribution, or other
17	form of assistance were carried out; and
18	"(C) a listing of the number of countries
19	receiving assistance authorized by section 252.
20	"(2) The results of the monitoring system re-
21	quired under section 253.
22	"(3) The process of developing and applying
23	poverty assessment procedures required under sec-
24	tion 254.

- 1 "(4) The percentage of assistance furnished 2 under section 252 that was allocated to the very 3 poor based on the data collected using the certified 4 methods required by section 254.
 - "(5) The estimated number of the very poor reached with assistance provided under section 252.
 - "(6) The amount of assistance provided under section 252 through central mechanisms.
 - "(7) The name of each country that receives assistance under section 256 and the amount of such assistance.
 - "(8) Information on the efforts of the Agency to ensure that recipients of United States microenterprise and microfinance development assistance work closely with nongovernmental organizations and foreign governments to identify and assist victims or potential victims of severe forms of trafficking in persons and women who are victims of or susceptible to other forms of exploitation and violence.
 - "(9) Any additional information relating to the provision of assistance authorized by this title, including the use of the poverty measurement tools required by section 254, or additional information on assistance provided by the United States to support

- microenterprise development under this title or any
 other provision of law.
- "(10) An estimate of the percentage of beneficiaries of assistance under this title in countries where a strong relationship between poverty and race or ethnicity has been demonstrated.
- "(11) The level of funding provided through 7 contracts, the level of funding provided through 8 9 grants, contracts, and cooperative agreements that is 10 estimated to be subgranted or subcontracted, as the 11 case may be, to direct service providers, and an 12 analysis of the comparative cost-effectiveness and 13 sustainability of projects carried out under these 14 mechanisms.
- 15 "(c) AVAILABILITY TO PUBLIC.—The report required 16 by this section shall be made available to the public on 17 the Internet website of the Agency.
- **18** "SEC. **259**. DEFINITIONS.
- 19 "In this title:
- 20 "(1) ADMINISTRATOR.—The term 'Adminis 21 trator' means the Administrator of the Agency.
- "(2) AGENCY.—The term 'Agency' means the
 United States Agency for International Development.

1	"(3) Appropriate congressional commit-
2	TEES.—The term 'appropriate congressional com-
3	mittees' means the Committee on International Re-
4	lations of the House of Representatives and the
5	Committee on Foreign Relations of the Senate.
6	"(4) Business development services.—The
7	term 'business development services' means support
8	for the growth of microenterprises through training,
9	technical assistance, marketing assistance, improved
10	production technologies, and other related services.
11	"(5) DIRECTOR.—The term 'Director' means
12	the Director of the office.
13	"(6) Implementing partner organiza-
14	TION.—The term 'implementing partner organiza-
15	tion' means an entity eligible to receive assistance
16	under this title which is—
17	"(A) a United States or an indigenous pri-
18	vate voluntary organization;
19	"(B) a United States or an indigenous
20	credit union;
21	"(C) a United States or an indigenous co-
22	operative organization;
23	"(D) an indigenous governmental or non-
24	governmental organization;
25	"(E) a microenterprise institution;

1	"(F) a microfinance institution; or
2	"(G) a practitioner institution.
3	"(7) Microenterprise institution.—The
4	term 'microenterprise institution' means a not-for-
5	profit entity that provides services, including micro-
6	finance, training, or business development services
7	for microenterprise clients in foreign countries.
8	"(8) MICROFINANCE INSTITUTION.—The term
9	'microfinance institution' means a not-for-profit enti-
10	ty or a regulated financial intermediary that directly
11	provides, or works to expand, the availability of
12	credit, savings, and other financial services to micro-
13	finance and microenterprise clients in foreign coun-
14	tries.
15	"(9) Microfinance Network.—The term
16	'microfinance network' means an affiliated group of
17	practitioner institutions that provides services to its
18	members, including financing, technical assistance
19	and accreditation, for the purpose of promoting the
20	financial sustainability and societal impact of micro-
21	enterprise assistance.
22	"(10) Office.—The term 'office' means the of-
23	fice of microenterprise development established

under section 252(b)(1).

"(11) Practitioner institution.—The term 'practitioner institution' means a not-for-profit entity or a regulated financial intermediary, including a microfinance network, that provides services, including microfinance, training, or business development services, for microfinance and microenterprise clients, or provides assistance to microenterprise institutions in foreign countries.

- "(12) Private voluntary organization' means a not-for-profit entity that—
 - "(A) engages in and supports activities of an economic or social development or humanitarian nature for citizens in foreign countries; and
 - "(B) is incorporated as such under the laws of the United States, including any of its states, territories or the District of Columbia, or of a foreign country.
- "(13) UNITED STATES-SUPPORTED MICRO-FINANCE INSTITUTION.—The term 'United Statessupported microfinance institution' means a financial intermediary that has received funds made available under this part for fiscal year 1980 or any subsequent fiscal year.

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1	"(14) Very Poor.—The term 'very poor'
2	means those individuals—
3	"(A) living in the bottom 50 percent below
4	the poverty line established by the national gov-
5	ernment of the country in which those individ-
6	uals live; or
7	"(B) living on less than the equivalent of
8	\$1 per day (as calculated using the purchasing
9	power parity (PPP) exchange rate method).".
10	SEC. 7. SENSE OF CONGRESS.
11	It is the sense of Congress that, in carrying out title
12	VI of chapter 2 of part I of the Foreign Assistance Act
13	of 1961 (as added by section 3 of this Act and amended
14	by sections 4 through 6 of this Act), the Administrator
15	of the United States Agency for International Develop-
16	ment—
17	(1) where applicable, should ensure that micro-
18	enterprise development assistance provided under
19	such title is matched by recipients with an equal
20	amount of assistance from non-United States Gov-
21	ernment sources, including private donations, multi-
22	lateral funding, commercial and concessional bor-
23	rowing, savings, and program income;
24	(2) should include in the report required by sec-
25	tion 258 of the Foreign Assistance Act of 1961 (as

- added by section 6 of this Act) a description of all matching assistance (as described in paragraph (1)) provided for the prior year by recipients of microenterprise development assistance under such title;
 - (3) should ensure that recipients of microenterprise development assistance under such title do not expend an unreasonably large percentage of such assistance on administrative costs;
 - (4) should not use recipients of microenterprise development assistance under such title to carry out critical management functions of the Agency, including functions such as strategy development or overall management of programs in a country; and
 - (5) should consult with the appropriate congressional committees with respect to the implementation of title VI of chapter 2 of part I of the Foreign Assistance Act of 1961 not later than 90 days after the date of the enactment of this Act.

19 SEC. 8. REPEALS.

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- 20 (a) Foreign Assistance Act of 1961.—Section
- 21 131 of the Foreign Assistance Act of 1961 (22 U.S.C.
- 22 2152a) is hereby repealed.
- 23 (b) Public Law 108–31.—

- 1 (1) IN GENERAL.—Section 4 of Public Law 2 108–31 (22 U.S.C. 2151f note) is amended by strik-3 ing subsection (b).
- 4 (2) CONFORMING AMENDMENT.—Section 4 of
 5 Public Law 108–31 is amended by striking "(a)"
 6 and all that follows through "Not later" and insert7 ing "Not later".

8 SEC. 9. REFERENCES.

Any reference in a law, regulation, agreement, or other document of the United States to section 108, 131, or 132 of the Foreign Assistance Act of 1961 shall be deemed to be a reference to subtitle B of title VI of chapter 2 of part I of the Foreign Assistance Act of 1961, subtitle A of title VI of chapter 2 of part I of such Act, or subtitle C of title VI of chapter 2 of part I of such Act, respectively.

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